

Planning Report

Thursday, February 21, 2013

BSC Office Residential District - Vrable Skilled Nursing

Case Summary

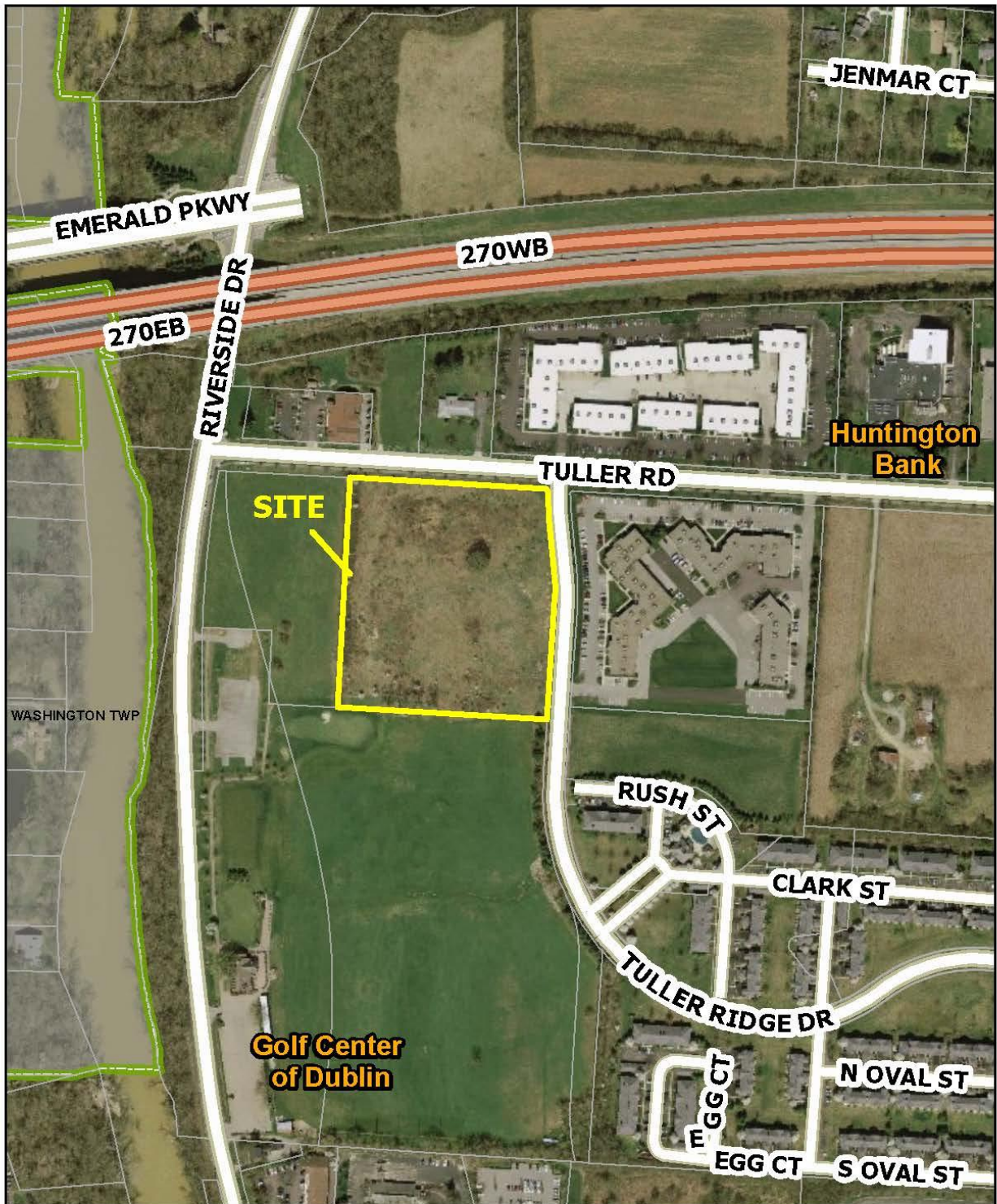
Agenda Item	3
Case Number	13-002FDP/FP
Proposal	A new 131,455-square-foot skilled nursing facility with associated site improvements on 6.34 acres on the south side of Tuller Road between Tuller Ridge Drive and Riverside Drive.
Request	<p>Review and approval of a <u>final development plan</u> under the Planned District provisions of Zoning Code Section 153.050.</p> <p>Review and approval of a <u>final plat</u> under the provisions of Sections 152.015 – 152.022 of the Subdivision Regulations.</p>
Site Location	4500 John Shields Parkway Southwest corner of Tuller Road and Tuller Ridge Drive.
Owner/Applicant Representative	Tuller Henderson LLC; Owner and Allan Vrable; Applicant Ben Hale, Smith and Hale, Attorney.
Case Manager	Jennifer M. Rauch, AICP, Planner II. (614) 410-4690 jrauch@dublin.oh.us
Planning Recommendation	<p>Based on Planning's analysis, the proposal complies with the applicable review criteria and the anticipated development standards and approval is recommended.</p> <ol style="list-style-type: none">1) Approval of the <u>final development plan</u> with five conditions.2) Approval to City Council of the <u>final plat</u> with one condition.
Conditions	<p>Final Development Plan – five conditions</p> <ol style="list-style-type: none">1. The applicant continue to work with Planning and Engineering regarding the final design, construction, and timing of the public roadway and infrastructure improvements based on the approval of an economic development agreement.2. The waterline be extended along Mooney Street and the plans will need to be revised to show this improvement.3. The applicant work with Planning to identify where additional replacement trees could be located on site to supplement the required landscape and revise the plans accordingly.

4. The applicant substitute the use of ornamental trees for larger trees to meet Tree Replacement requirements.
5. The applicant work with Planning to finalize sign colors for ground signs that complement the proposed building.

Conditions

Final Plat – one condition

- 1) The plat be revised to eliminate the setback requirements and incorporate the minor technical amendments identified by Engineering, prior to the final plat submission to City Council.



City of Dublin

13-002 FDP/FP
Final Development Plan/Final Plat
Vrable Skilled Nursing Care
Tuller Road and Tuller Ridge Road

0 150 300
Feet



Facts

Site Area	6.34-acre site
Zoning	BSC Office Residential District
Surrounding Zoning and Uses	North, West and South: BSC Office Residential District; offices and residential. East: BSC Residential District; offices.
Site Features	<ul style="list-style-type: none"> • Frontage: Tuller Road - 580 feet; Tuller Ridge Drive - 640 feet. • Significant topography changes from approximately 814 MSL in the southwest corner of the site to 846 MSL in the northeast corner of the site. • Existing tree strand along the west property line and a 110-inch circumference Cottonwood in the center of the site.
Case Background	<p>2012 Rezoning to BSC Office Residential District was approved by City Council in March, 2012.</p> <p>Rezoning and preliminary development plan for the Vrable Skilled Nursing Planned District was approved by City Council in January, 2012.</p>
Bridge Street District	The site is zoned BSC Office Residential District, which typically would require the Bridge Street District requirements to be met. However, the proposed development of the site falls under the requirements of Section 153.059(A)(7), which permits planned district zoned sites that were not constructed at the time of the adoption Bridge Street District to be reviewed under the final development plan criteria.

Details

Final Development Plan

Process	The final development plan conforms with and provides a detailed refinement of the approved preliminary development plan. The final development plan includes all of the final details of the proposed development and is the final stage of the PUD process.
Proposal	<p>The final development plan includes:</p> <ul style="list-style-type: none"> • 131,455 SF multi-story, 120-bed care facility • 122 parking spaces • Two new public streets; John Shields Parkway (east/west road) and Mooney Street (north/south road) • Access points; one on John Shields Parkway, one on Tuller Road, and two along Mooney Street • Exterior courtyards and open spaces surrounded by four-foot high fence • Three signs, two along John Shields Parkway and one along Tuller Road • Stormwater management on the western portion of the site adjacent to the building along Mooney Street

Details	Final Development Plan
Site Layout	<p>The 131,455-square-foot building is in the center of the site with four wings dedicated to the specific areas of specialty care. The main building entrance is centered on the south elevation of the building and aligns with the access point along a new east/west road (John Shields Parkway). A covered entrance and drop-off area is provided for the main building entrance with a secondary entrance at the southeast corner of the building. A small parking area intended for visitors is located between the building and John Shields Parkway.</p> <p>A larger parking area for staff and residents is proposed to the rear of the building along Tuller Road. A rear building entrance is located in the northeast corner of the building along the rear elevation and includes a covered drop-off access. The service and loading area is also located on the rear (northwest) of the building and is accessed from the new north/south road (Mooney Street).</p>
Access/Street Network	<p>The proposal includes two new public streets that provide access to the site; the main site entrance is located along John Shields Parkway, which is the new east/west road. Two secondary entrances are located along the new north/south road, Mooney Street. A rear entrance is from existing Tuller Road.</p> <p>The City continues to work with the applicant to identify details regarding the design and construction of the proposed public streets, pedestrian amenities, and intersection improvements. A condition of the rezoning required the applicant to dedicate the right-of-way along the proposed roadways, as well as the construction of the north/south road (Mooney Street). In addition, the construction of the east/west road (John Shields Parkway) by the City within right-of-way dedicated by the applicant was conditioned upon the applicant entering into a TIF agreement with the City.</p> <p>The proposed final plat includes roadway dedication for John Shields Parkway, Mooney Street and the corner of Tuller Road and Tuller Ridge Drive. The applicant and City Administration are currently finalizing an economic development agreement, which will finalize the construction and timing details regarding the public infrastructure improvements.</p> <p>The proposed plans also indicate improvements along Tuller Ridge Drive, which include the construction of a new sidewalk along the west side of the street and on-street parking on both sides. The design and timing of these improvements are currently not programmed in the Capital Improvements Program (CIP) and will likely occur with the future extension of Tuller Ridge Drive to Dale Drive.</p> <p>Planning and Engineering recommend the applicant continue to work with the City regarding the final design, construction, and timing of the necessary public roadway and infrastructure improvements based on the outcome of the economic development agreement.</p>

Details	Final Development Plan
Pedestrian Access	<p>The proposed plans indicate the required bicycle facilities and sidewalks along all public rights-of-way. The proposed location of the sidewalk along the west side of Tuller Ridge Drive may require the removal of existing street trees. The approved development text stresses existing street trees shall be retained to extent possible and the applicant is responsible for mitigating and street trees that are removed as part of these roadway improvements. The City will continue to work with the applicant on the meeting this text requirement at such time the improvements are made along Tuller Ridge Drive.</p> <p>The proposed plans also show cycletracks along the John Shields Parkway. The applicant should continue to work with Planning and Engineering to determine the final layout and design of the cycletracks, sidewalks and other streetscape elements, as they impact street intersections and site entrance details.</p>
Lot Coverage and Setbacks	<p>The development text identifies a maximum impervious surface of 70% which at 61% is met. Building and pavement setbacks meet the development text at 15 feet from all rights-of-way and property lines.</p>
Parking	<p>The development text defaults to the Zoning Code for parking, at one space per six beds plus one for each employee on the largest shift, or 80 spaces; indicate 122 spaces are provided, including ADA spaces. The applicant has indicated in the text that the number of spaces provided is based on the needs of this particular facility.</p> <p>The proposed plans also indicate on-street parking spaces provided along the public rights-of-way in accordance with the street types recommended for the Bridge Street District. The final location, design and construction of the on-street parking spaces will be determined with the roadway improvements.</p> <p>Two bicycle parking areas totaling 10 spaces are proposed; one located east of the front entrance for visitors and a second adjacent to service area entrance for employees.</p>
Landscaping	<p>A required 36-inch high masonry street/retaining wall is provided along John Shields Parkway. The original intent of the street wall was to screen the parking area; however, the wall is limited to 36-inches and will not adequately screen the parking areas along John Shields Parkway. Additional evergreen screening was added along the perimeter of these parking areas on top of the wall.</p> <p>Perimeter buffering and screening is required along the remaining parking areas at the rear of the building on Mooney Street, Tuller Road and Tuller Ridge Drive. The proposed plans meet the text required 36-inch tall continuous hedge with one tree every 40 feet within these areas. Code required interior landscape and additional site landscaping requirements are also met with screening for the parking area in front of the building, and a hedge/post treatment screening parking along the other streets. The proposed site details indicate the masonry wall will vary in height, with an average height of six feet.</p>

Details	Final Development Plan
Tree Replacement	<p>Removal of 241 caliper inches of trees is required for the development of the site, with 111 caliper inches replaced on site. The deficiencies are to be recovered through replacement fees. However, Planning has identified several areas where additional replacements could be located on site to supplement the required landscape and recommends the applicant revise the plans accordingly. Additional inches will be removed as part of the public infrastructure improvements. Should the City be responsible for the public infrastructure and roadway improvements then the applicant will not be responsible for this additional tree replacement.</p> <p>Ornamental trees are used to meet the tree replacement, which is not permitted per Code. Planning recommends the applicant substitute the use of ornamental trees for larger trees to meet Code.</p> <p>The future improvements to Tuller Ridge Drive indicate the existing street trees may be adversely affected. The approved development text states the sidewalk be located to preserve as many of these trees as possible, and that any trees removed be replaced by the applicant in accordance with the tree preservation requirements. The City will continue to work with the applicant regarding any tree removal and replacement when roadway improvements are made along Tuller Ridge Drive.</p>
Architecture	<p>The building varies in height with the tallest portions on the down slope (southwest) of the site and the lowest portions to the east. The design of the building is primarily suburban, residential in style with different design elements at the end of each wing to provide diversity in the façade and highlight various portions of the building.</p> <p>The development text requires 75% masonry materials, four-sided architecture and a maximum height of 45 feet. The proposed building incorporates a combination of brick and stone as the primary building materials. Stucco and EIFS, and cementitious siding are used as secondary materials on the upper portions of the elevations. The proposed color palette is neutral with the use of light yellow and green toned for the majority of the siding with a small area with dark red accent.</p>
Courtyards and Retaining Walls	<p>The proposed plans indicate four courtyards located at the various wings of the building providing an outside amenity for residents. These areas are accessed from inside the building and contain walking paths, benches and landscaping. Courtyards B, C and D are enclosed with a four-foot tall black wrought iron fence with brick piers.</p> <p>Stone-clad retaining walls with brick piers face Tuller Ridge Drive and Mooney Street. The wall heights vary between two and four feet depending on the grade changes. The proposed wall located along Tuller Ridge Drive, adjacent to Courtyard A incorporates the same four-foot high, black wrought iron fence with brick piers on top of the wall.</p> <p>Additional retaining walls are located within the service and loading areas to screen the loading dock and service components.</p>

Details	Final Development Plan
Utilities	<p>The proposal has access to required utilities. A waterline extension is planned with the relocation of Riverside Drive, but the existing water system will have to meet the demand until this time. Washington Township Fire Department recommends a waterline extension along Mooney Street to meet these needs. The plans will need to be revised to show this improvement.</p> <p>The proposed plans indicate a retaining wall along the John Shields Parkway frontage encroaching the existing sanitary sewer easement. The applicant is working with Engineering on executing an easement encroachment agreement.</p>
Fire	<p>Washington Township Fire Department has reviewed this proposal and determined it meets applicable requirements as modified under Utilities.</p>
Stormwater Management	<p>The majority of this site is located within an unstudied watershed that drains directly to the Scioto River. A small portion of the site, parallel to Tuller Road, is in the East Unconsolidated watershed. Since the majority of the site drains directly to the Scioto River, quick release of the stormwater to the Scioto River will benefit the stormwater management in this area.</p> <p>The applicant has been encouraged to utilize more green initiatives to manage their stormwater. Methods that will allow infiltration of the stormwater back into the ground similar to the infiltration prior to development. Infiltration of stormwater not only cleans the water as it moves through sub-terrain layers, it also minimizes the amount of water released from the site.</p> <p>The proposed plans indicate the incorporation of two bioretention basins located along the western portion of the site. The plans indicate a detailed planting plan and construction details for the basins. A water quality unit has also been incorporated into the site design to provide water quality for water not able to be directed to the bioretention basins.</p>
Signs	<p>The development text permits two main identification signs limited to 50 square feet each and six feet tall, and one directional sign with the business name limited to 4 square feet and 3 feet tall. The text permits the Planning and Zoning Commission to approve deviations from Code as part of the final development plan and does not require separate action.</p> <p>The applicant is proposed the addition of a 20-square-foot wall sign of 10-inch and 4-inch tall bronze pin-mounted letters above the main entrance canopy at the John Shields Parkway entrance. This sign was not accounted for within the development text, but is appropriately sized for the proposed location on the building and provides identification for the main building entrance which is appropriate for the size and complexity of this building.</p> <p>The proposed plans also indicate the two informational signs located in the entrance islands at the John Shields Parkway access and Tuller Road. The proposed signs 8 square feet in area and 3 feet tall, which meet the text as a main identification sign, but not a directional sign. The ground signs are mounted</p>

Details	Final Development Plan
	<p>on a stone base to match the proposed building material. The proposal does not include colors details for the final sign face. Planning will work with the applicant to finalize the sign design that complements the proposed building.</p>

Analysis	Final Development Plan
<p>Process</p>	<p>Section 153.050 of the Zoning Code identifies criteria for the review and approval for a final development plan (full text of criteria attached). Following is an analysis by Planning based on those criteria.</p>
<p>1) <i>Consistency with the approved preliminary development plan</i></p>	<p>Criterion met: This proposal is consistent with the requirements of the proposed preliminary development plan.</p>
<p>2) <i>Traffic and pedestrian safety</i></p> <p>Condition 1</p>	<p>Criterion met: The proposal provides adequate vehicular and pedestrian circulation. The proposed street layout for the two new streets is consistent with the future roadway connections as depicted within the street network map indicated for the Bridge Street Corridor.</p> <p>The applicant and City Administration are currently finalizing an economic development agreement, which will finalize the construction and timing details regarding the public infrastructure improvements. Planning and Engineering recommend the applicant continue to work together regarding the final design, construction, and timing of the necessary public roadway and infrastructure improvements based on the outcome of the economic development agreement.</p>
<p>3) <i>Public services and open space</i></p> <p>Condition 2</p>	<p>Criterion met with Condition: The proposal has access to all necessary public services. Washington Township Fire Department recommends a waterline extension be provided along Mooney Street and the plans will need to be revised to show this improvement.</p>
<p>4) <i>Natural features and resources</i></p> <p>Conditions 3 and 4</p>	<p>Criterion met with Conditions: The applicant has included a Tree Preservation and a Tree Replacement Plan. Planning has identified several areas where additional replacements could be located on site to supplement the required landscape and recommends the applicant revise the plans accordingly. Planning recommends the applicant substitute the use of ornamental trees for larger trees to meet Code.</p>
<p>5) <i>Lighting</i></p>	<p>Criterion met: The proposed lighting meets the text and the lighting requirements within the Code.</p>
<p>6) <i>Signs</i></p> <p>Condition 5</p>	<p>Criterion met with Condition: The proposed ground signs meet the text for area and height. Planning will work with the applicant to finalize the sign colors for grounds signs that complement the proposed building. The addition of the proposed wall sign is appropriate and helps to identify the main building entrance.</p>

Analysis		Final Development Plan
7) <i>Landscaping</i>	Criterion met: The proposed plans indicate substantial landscape throughout the site including the main entrance, courtyards areas and around the bioretention basins. The proposed plans meet the development text requirements with the street wall and perimeter buffering requirements and Code for interior landscape.	
8) <i>Stormwater management</i>	Criterion met: The applicant has submitted a stormwater management plan outlining how the proposal meets the stormwater management requirements.	
9) <i>Phasing</i>	Not applicable.	
10) <i>Other laws & regulations</i>	Criterion met: The proposal appears to comply with all other known applicable local, state, and federal laws and regulations.	

Recommendation		Final Development Plan
Approval	Based on Planning's analysis, this proposal complies with the final development plan criteria with a text modification. Planning recommends approval of this request with 5 conditions.	
Conditions	<ol style="list-style-type: none"> 1. The applicant continue to work with the City regarding the final design, construction, and timing of the necessary public roadway and infrastructure improvements based on the outcome of the economic development agreement. 2. The waterline be extended along Mooney Street and the plans will need to be revised to show this improvement. 3. The applicant work with Planning to identify where additional replacement trees could be located on site to supplement the required landscape and revise the plans accordingly. 4. The applicant substitute the use of ornamental trees for larger trees to meet Tree Replacement requirements. 5. The applicant work with Planning to finalize sign colors for ground signs that complement the proposed building. 	

Details		Final Plat
Process	The purpose of the final plat is to assure conformance with the requirements set forth in Sections 152.085 through 152.095 of the Code, exclusive of other standards in the Code.	
Plat Overview	The final plat subdivides the Vrable Healthcare parcel and dedicates right-of-way along John Shields Parkway, Mooney Street, and Tuller Road and Tuller Ridge Drive intersection. The site contains 8.6 acres, comprised of the Vrable parcel (Lot 1) creating a 6.3-acre parcel and 2.3 acres of right-of-way dedication.	

Details		Final Plat
Plat Notes	The proposed plat indicates the building and pavement setbacks, which are typically not included on a final plat. Engineering has also identified minor technical modifications be made to the proposed plat notes. Planning and Engineering recommend these minor technical amendments be made prior to the final plat submission to City Council.	

Analysis	Final Plat
Process	Following a recommendation by the Commission, the final plat will be forwarded to City Council for final action. The plat can be recorded after City Council approval. After approval the applicant can proceed with the building permit process.
1) <i>Plat Information and Construction Requirements</i> <i>Condition 1</i>	Criterion met with condition: This proposal is consistent with the requirements of the Zoning Code and all required information is included on the plat, except as noted below. The plat should be revised to eliminate the setback requirements and incorporate the minor technical amendments identified by Engineering, prior to the final plat submission to City Council.
2) <i>Streets, Sidewalks, and Bikepaths</i>	Criterion met: Street widths, grades, curvatures, and intersections with the appropriate Code sections.
3) <i>Utilities</i>	Criterion met: This plat establishes necessary easements for the construction and maintenance of public water mains, storm and sanitary sewers, storm drainage and other private utilities in accordance with all applicable standards.
4) <i>Open Space</i>	Not Applicable.

Recommendation	
Approval	This proposal complies with the final plat review criteria and approval of this request is recommended with 1 condition.
Condition	1) The plat be revised to eliminate the setback requirements and incorporate the minor technical amendments identified by Engineering, prior to the final plat submission to City Council.

FINAL DEVELOPMENT PLAN

Review Criteria

In accordance with Section 153.055(B) *Plan Approval Criteria*, the Code sets out the following criteria of approval for a final development plan:

- 1) The plan conforms in all pertinent respects to the approved preliminary development plan provided, however, that the Planning and Zoning Commission may authorize plans as specified in §153.053(E)(4);
- 2) Adequate provision is made for safe and efficient pedestrian and vehicular circulation within the site and to adjacent property;
- 3) The development has adequate public services and open spaces;
- 4) The development preserves and is sensitive to the natural characteristics of the site in a manner that complies with the applicable regulations set forth in this Code;
- 5) The development provides adequate lighting for safe and convenient use of the streets, walkways, driveways, and parking areas without unnecessarily spilling or emitting light onto adjacent properties or the general vicinity;
- 6) The proposed signs, as indicated on the submitted sign plan, will be coordinated within the Planned Unit Development and with adjacent development; are of an appropriate size, scale, and design in relationship with the principal building, site, and surroundings; and are located so as to maintain safe and orderly pedestrian and vehicular circulation;
- 7) The landscape plan will adequately enhance the principal building and site; maintain existing trees to the extent possible; buffer adjacent incompatible uses; break up large expanses of pavement with natural material; and provide appropriate plant materials for the buildings, site, and climate;
- 8) Adequate provision is made for storm drainage within and through the site which complies with the applicable regulations in this Code and any other design criteria established by the City or any other governmental entity which may have jurisdiction over such matters;
- 9) If the project is to be carried out in progressive stages, each stage shall be so planned that the foregoing conditions are complied with at the completion of each stage; and
- 10) The Commission believes the project to be in compliance with all other local, state, and federal laws and regulations.

FINAL PLAT

Review Criteria

The Zoning Code does not contain specific criteria to guide the review of plats. Planning bases the evaluation on the conformance of the plat with the requirements set forth in Chapter 152: *Subdivision Regulations* of the Code, which are summarized below:

- The proposed final plat document includes all the required technical information.
- Construction will be bonded and completed in an appropriate time frame, inspections will be conducted by the City in accordance with Engineering standards for improvements, and maintenance will be completed as necessary.
- The proposed lots, street widths, grades, curvatures, intersections, and signs comply with the standards set forth in these Code sections.
- The proposal includes provisions for water, storm drainage, sanitary sewer, electric, telephone, and cable supplies in accordance with approved standards.
- The proposed development complies with the open space and recreation facility requirements or payment into the Parkland Acquisition Fund is made in lieu of dedication.

In addition, the Planning and Zoning Commission is to determine that the final layout and details of the final plat comply with the approved preliminary plat. The Commission is to consider several factors in making its recommendation:

- 1) The final plat conforms with the approved preliminary plat;
- 2) The plat conforms to the adopted Thoroughfare Plan and meets all applicable parkland dedication and open space requirements; and
- 3) The final plat conforms to the subdivision and zoning regulations, municipal stormwater regulations, and other applicable requirements.